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ABSTRACT

This guide describes elements needed to enhance public and private sector involvement in child care. An introductory section defines the problem and outlines the elements of a comprehensive child care policy. Section II presents a policy matrix that serves as a guide to typical problems and solutions in the process of instituting employer-supported child care. Section III describes benefits to businesses which offer child care services. The section identifies obstacles small business employers face and offers strategies for the implementation of child care programs. Section IV reviews employer initiatives, including direct service programs, financial assistance to employees, information and referral programs, and alternative workplace policies. Section V looks at the first level of public-private partnerships: state policies that encourage private sector involvement. Section VI previews the Child Care Action Campaign's report on public-private partnerships, and Section VII provides additional examples of public-private initiatives. Section VIII reports on two case studies on comprehensive approaches to service delivery in Maine and Seattle, Washington. Section IX focuses on economic development strategies designed to increase the availability of child care resources. State efforts to support employer-supported programs and public-private initiatives are explored in Section X. Finally, Section XI provides a bibliography and a list of resources, materials, and organizations with expertise on particular issues. (RH)

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The Women's NETWORK of the National Conference of State Legislatures (NCSL) represents the women serving in state legislatures across the country. The mission of the NETWORK is to offer effectiveness and leadership training to women legislators so they can realize their full legislative potential. Realizing that women's issues are the responsibility of all legislators, it is the purpose of the NETWORK to develop and to influence public policy priorities for NCSL.

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The National Conference of State Legislatures serves the legislators and staffs of the nation's 50 states, its commonwealths and territories.

NCSL was created in January 1975 from the merger of three organizations that served or represented state legislatures. NCSL is a nonpartisan organization with three objectives:

- To improve the quality and effectiveness of state legislatures;
- To foster interstate communication and cooperation;
- To ensure states a strong, cohesive voice in the federal system.

The Conference has offices in Denver, Colorado, and Washington, D.C.

President: Lee A. Daniels, House Minority Leader, Illinois
Staff Chair: Patrick J. O'Donnell, Clerk of the Legislature, Nebraska
Executive Director: William T. Pound

THE CHILD CARE CHALLENGE

Creating Solutions Through Employer-Supported Programs and Public-Private Initiatives

by

Donna Talbert, Michael Valentine, Janice Steinschneider

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The Women's NETWORK is a non-profit member organization within the National Conference of State Legislatures. NETWORK's goals are threefold: to increase and strengthen women's leadership within NCSL; to increase and strengthen women's leadership within state legislatures; and to elevate issues of special concern to women through research, educational programming and sharing of policy options.

In keeping with those goals, NETWORK premiers its legislative issues resource publications with "The Child Care Challenge: Creating Solutions through Employer-Supported Programs and Public-Private Partnerships."

Meeting the child care needs of American families is no longer viewed as strictly a family problem. today and in the future, child care is a workforce reality. Creative solutions, once sought at the federal level, increasingly are found in the laboratories of the states as they explore shared responsibilities between individual families, state government and the private sector.

The generosity of the Ford Foundation has made this report possible. NETWORK contracted with the Center for Policy Alternatives of Washington, DC, to research and write this document. Donna Talbert, Coordinator of Policy Alternatives Family and Work Program; Michael Valentine, a law student at the Georgetown University Law Center; Janice Steinschneider, Program Associate for Family and Work; Lisa Sementilli-Dann and Judy Goldsmith have prepared this policy brief.

We are grateful also, for the contribution of the Child Care Action Campaign for their report, "Making the Connections: Public-Private Partnerships in Child Care." William Pound, Executive Director of NCSL, was especially helpful in offering counsel and support, as was Rep. Jane Campbell, Chairperson of the NETWORK when the project began.

As legislators, NETWORK members appreciate the importance of being able to obtain accurate information about workable policy and its implementation as efficiently as possible. Therefore, the "Child Care Challenge" is designed to facilitate direct contact between policymakers and the individuals responsible for tested policy and program.

NETWORK hopes that this document will be of help to you. If you require additional copies, please contact NCSL at (303) 623-7800. Additional information is also available from Donna Talbert of the Center for Policy Alternatives at (202) 387-6030.

The Honorable Louise Miller, Chairperson
NCSL Women's NETWORK

THE CHILD CARE CHALLENGE:
Creating Solutions Through Employer-Supported Programs and Public-Private Initiatives

I. INTRODUCTION

Today, the "typical" American family is a working family. According to the Department of Labor, in 1988, two-thirds of all women with children under 18 years of age worked outside the home. When two wage-earning parents or single parents enter the workforce, they are confronted immediately with the personal reality of what has become a national crisis: the need for affordable, accessible, quality child care.

For example, in North Carolina, the current number of licensed day care slots can accommodate only one-third of the need. At an average cost of $2200 a year per child, good day care is often out of reach of a family's pocketbook, and North Carolina's state-subsidized day care has a waiting list of some 10,000 people. In Maryland, there are nine children under the age of fourteen who need care for every single slot of regulated care. The average cost per child for child care in Maryland is $3,411.

While states are working hard to meet the nation's growing need for child care, they cannot handle this crisis alone. In addition to Congress, which is still considering legislation, one of the missing partners in this effort is the private sector. Corporate involvement in child care is growing, but is still scarce. According to the Work and Family Institute, only 4,600 employers out of six million across the United States provide some type of child care assistance to their employees.

A. Providing for Child Care is Good Business

Despite the small number of participating businesses, several national surveys that measured employer perceptions of the benefits of child care programs, found an overwhelming majority of employers reporting an increase in productivity, morale, and loyalty as well as a decrease in absenteeism, turnover, and tardiness when child care programs are available.

A recent survey sent to the members of the Maryland Chamber of Commerce revealed that management strongly perceived that child care arrangements affect their employees' ability to perform their jobs. Only 35 percent of the respondents felt that child care needs were not a corporate problem.

B. **The Role for Employer-Supported Programs and Public-Private Initiatives**

What are the elements of a comprehensive child care policy which builds on employer-supported programs and public-private initiatives? This report looks at the elements that need to be in place to enhance and support public and private sector involvement in child care. It is a hands-on guide, offering examples of effective initiatives, listing appropriate contacts and providing a matrix of public policy initiatives for state action.

Section II begins with a policy matrix that serves as a quick and easy guide to typical problems and solutions in instituting employer-supported child care.

Section III builds on this matrix and explores why employer-supported child care is good business, looking at the benefits businesses can derive. This section singles out small business employers, identifies obstacles they may face and offers strategies for implementing child care programs.

In looking at the possibilities of state action, **Section IV** briefly reviews employer initiatives which are being utilized by some employers in some places. We know that they are part of the child care puzzle and they work for leading businesses. These models are essential to policymakers who are fashioning state policies which will enhance private sector action. This section reviews the following initiatives:

- Direct service programs (on-site and off-site) along with efforts to recruit and train new family care providers who contract with employers for services
- Financial assistance to employees (vendor programs, vouchers and flexible benefit plans) to improve the affordability of child care
- Information and referral programs to match employees' needs with existing child care facilities
- Alternative workplace policies which reduce the need for child care and simplify arrangements (including flex-time, part-time, job-sharing, and flex-place)

Section V looks at the first level of public-private partnerships: state policies which can encourage greater private sector involvement. This section focuses on policies which use a broad range of state powers -- technical assistance, loan programs, grants or tax abatements, streamlining regulatory barriers and land use policies. In combination they can help overcome the obstacles commonly identified by employers as reasons why they do not have child care initiatives.

We are indebted to the Child Care Action Campaign for allowing us to preview their report on public-private partnerships in **Section VI**. This section also includes school-age projects as important collaborative efforts of employers and the public sector.

Section VII provides additional examples of public-private initiatives.

All states have some child care initiatives which enhance employer involvement in the solution of this crisis. But many of the programs are unconnected or still reach only a very few. Several cities and states are leading the way in creating an integrated strategic plan for child care. **Section VIII** provides two case studies regarding a comprehensive approach to the delivery of child care services that bear watching: the State of Maine and Seattle, Washington.

Section IX focuses on economic development strategies to increase the availability of child care resources. The economic development potential of child care is twofold: first, as part of a state's infrastructure, it attracts and enhances business in the state; and secondly, the support of child care as a small business enhances entrepreneurial development. New frontiers are explored in **Section X**.

Finally, **Section XI** includes a list of resources, materials and key organizations which have expertise on particular issues as well as a bibliography. Contact Donna Talbert, Family and Work Coordinator at (202) 387-6030 for further information on the models in this report.

The problem of child care is multi-layered and will require multiple solutions. Public-private partnerships are essential to meet the need -- neither sector can provide all the answers. As this report is written, federal child care legislation is stalled in the Congress. It is a critical component of solving the problem but so, too, are state policies which enhance the involvement of the private sector.

II. PERCEIVED EMPLOYER OBSTACLES AND STATE INITIATIVES FOR CHILD CARE: A POLICY MATRIX

Employer groups have identified a number of obstacles that corporations face in creating child care programs for company employees. The policy matrix goes from these questions to potential solutions and then to state policy initiatives that can provide necessary leadership and support to enhance private sector programs. A more detailed description of the elements within this matrix are found in subsequent sections of this report.

POLICY MATRIX

Perceived Obstacles to Employer Supported Child Care	Employer Solutions	State Policy Initiatives
1. "Child care is not important to my employees."	o Pursue employer education via conferences, literature, seminars, and consulting. o Do needs assessment of company and community.	o Create a state child care coordinator, task force or clearinghouse. o Create a resource & referral agency (R & R) that provides needs assessment for employers.
2. "Child care is not my business...it is too complex to provide."	o Obtain information on a continuum of child care options for companies.	o Create R & R or a state agency initiative that provides technical assistance. o Become a model employer by providing child care assistance to state employees including the use of state facilities for child care. o Streamline state license and regulatory policy.

Perceived Obstacles to Employer Supported Child Care	Employer Solutions	State Policy Initiatives
3. "Child care is too costly."	o Look at alternative child care options: -consortium -R & R program -dependent-care assistance plan -vendor & voucher programs -flexible benefit plan -flexible spending account -alternative work schedules o Participate in public-private partnerships. o Give the program time. Many companies report significant savings due to reduced absenteeism, lower turnover, improved morale and productivity.	o Make start-up construction and renovation funding available. o Create loan and loan guarantee programs. o Create tax credit deductions. o Provide direct subsidies to low-income families. o Support consortium efforts, public-private partnerships, R & R agencies.
4. "There isn't enough child care available in the community for my employees."	o Contract with a family day care network. o Work with R & R.	o Support the increase of child care slots through: -encouragement of consortium efforts through economic development -creation of state office dedicated to provision of child care as a small business -establishment of entrepreneurial programs targeting low-income women o Develop rural day care initiatives.
5. "Zoning policies make it difficult to establish on- or near-site child care."		o Remove zoning barriers for providers and institute land use incentives such as linkages, bonuses, and land use plans.

III. EMPLOYER-SUPPORTED CHILD CARE WORKS

For good reason, employers today are increasingly concerned about employee recruitment and retention as they face labor shortages and increasing competition for competent, well-trained workers. The need to maintain a productive workforce has never been more critical, not only for the growth of business, but for the health of our economy. With more mothers of young children entering the labor market, one effective tool employers can use to achieve these objectives is to provide child care assistance to employees.

A. Economic Benefits to Business

Controlled research studies, national surveys and individual case studies show that child care initiatives in particular and family-oriented programs and policies in general are good for business. The United States Department of Labor, in its report, Employers and Child Care: Benefiting Work and Family, cites a number of studies that point out four major benefits of employer-sponsored child care services:

- o decreased absenteeism
- o lowered turnover
- o enhanced recruitment
- o improved productivity

Several nationwide surveys of companies with employer-sponsored child care programs note two additional benefits to business:

- o improved morale
- o favorable publicity

Let's look at some of these issues on employer-supported child care programs in more detail:

1. Employee absenteeism is decreased.

   - o The Department of Labor reports a number of case studies that show substantial benefits resulting from instituting child care initiatives. Administrators at a center for mildly ill children in Minneapolis report that an employer can save 85 percent of the cost of having an employee off for one day caring for a sick child by subsidizing care at the center.

- o According to a Fortune Magazine survey published in February 1987, family problems or the need to care for a sick dependent led to 52 percent of all absenteeism.

- o The Child Care Action Campaign estimates that businesses lose nearly $3 billion each year because of child care-related absences.

2. Turnover is reduced.

   Neuville Industries, Inc., in Hildebran, North Carolina, opened a child care center for 39 children in 1981. During the first 2 years of operation, the job turnover rate was 5 percent to 8 percent, compared with 50 percent to 100 percent for the industry.

3. Recruitment is improved.

   - o The National Employer Supported Child Care Project found that companies experienced improved and less-costly recruitment because of child care benefits. One company reported that 95 percent of its job applicants had applied because of the availability of child care assistance.

4. Productivity is increased and morale improved.

   - o The fact is, businesses may suffer from not recognizing the needs of employees with families. Many studies have shown that employees' child care worries affect their job performance. According to the Fortune Magazine survey, 39 percent of those surveyed reported that they had come in late or left work early because of family-related problems.

     Steelcase, Inc., in Grand Rapids, Michigan, reports benefits from providing child care referrals to its employees. In 1985, 99 percent of the employees who found child care through the company's referral program reported that they were more relaxed and productive at work as a result of using the service.

5. They are cost effective.

   - o The American Management Association reporting on a 1983 survey found that three-fourths of 204 employers who offered child care centers, information and referral services, child care subsidies and other child care programs, believe that benefits to the employer outweigh the child care program costs.

Employer-sponsored child care can also have an impact beyond the immediate benefits to employees. The Committee for Economic Development, a prestigious business group, has looked at the future needs of a highly educated and skilled labor force. It concluded that the early education intervention of high quality preschool programs is not only critical to improving the educational skills of students, it also saves future costs of remedial education, welfare and crime that are the direct outgrowth of poor or inadequate education.

B. Small Businesses and Child Care

Small business employers with less than 500 workers make up 99 percent of all the businesses in the country and employ 58 percent of all workers as of 1986. Yet, their involvement in employer-supported child care appears to be minimal. Larger firms offering child care assistance receive more media coverage, making it easier to identify employer initiatives. But there seems to be less of a focus on smaller businesses, less research written and fewer groups tracking specific companies, making it difficult to identify successful programs.

In spite of the evidence showing that employer-sponsored child care programs make good business sense, many employers, particularly those who operate small businesses, have shown a reluctance to make the investment and, in some cases have resisted state initiatives vigorously.

While small firms feel the same pressures to recruit and retain workers as larger firms, the difficulties of developing child care programs are more challenging. Small businesses have a large stake in having sufficient and available resources in the community-at-large in order to create programs for their employees.

According to Child Care Options For Small Business, issued by the U.S. Small Business Administration, small businesses usually do not enjoy the economies of scale or the resources needed to start or support a child care center. They do not have as much in-house technical expertise to set up the more complex forms of financial assistance or benefit plans.

In spite of these limitations, many small businesses have explored and initiated a number of child care supports. According to SBA, the profile of characteristics that distinguish firms with child care benefits from other small businesses include four factors:

- Management places a very high priority on retaining employees

- Support for child care is part of a broader commitment to being responsive to employee needs
- Most of the firms have a high proportion of women workers
- The firms are experiencing rapid growth or have stabilized at the number of employees which management prefers

There are serious limitations to the technical assistance and information currently available to small businesses; improving and expanding these resources will be essential to expand the number of small businesses that address the child care needs of their employees.

Congresswoman Louise M. Slaughter has introduced H.R. 3126, "The Small Business Employee Child Care Act of 1989," in response to the special needs of small business. This Act would assist small businesses in providing child care for their employees and would create a national network of child care clearinghouses. These clearinghouses would provide the information businesses need about the number, location, and types of existing child care services in a community. They would conduct outreach activities designed to help businesses formulate and implement child care programs.

H.R. 3126 would provide that, through a matching grant program, small businesses can contribute funds for child care services to be offered by a not-for-profit community-based child care provider. This model would work for a single employer or a consortium.

A SMALL EMPLOYER'S SUCCESS STORY

I. Heller Construction Company, Inc., which employs 50 workers at its Edison, New Jersey office, is one small company that has succeeded in putting in place an on-site child care center that is benefiting the employees, other local businesses and the community-at-large. Located in the company-owned industrial park, the John Kenney Child Care Center at Heller Park serves 100 children, 70 percent from the community and 30 percent from employees at the industrial park.

Ike Heller, president of the company, began his program by hiring a director and consultants to plan the project. The center is supported by tuition of $50 per child per week and a company subsidy. This source of the subsidy is income generated from a piece of property that was converted to a commuter parking lot which provides a steady source of income.

Mr. Heller sees many benefits in the company's child care center; it is attractive to businesses thinking of renting in the industrial park and, while industrial parks are not always popular in the community, the benefit of having a center that accommodates community children creates good will. Because the project has been such a "labor of love" for the company president, there has been a great sense of personal satisfaction in providing a service that benefits everyone.

Contact

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RURAL CHILD CARE

Five and one-half years ago, working parents in the small (pop. 2300), rural community of Lake Mills, Iowa, had to make private child care arrangements because there were no child care centers in the town. Because there was not enough care available on a large enough scale, **Fleetguard, Inc.**, a local company and subsidiary of **Cummins Diesel**, opened a near-site center for its 600 employees.

Fleetguard Child Care Center opened its doors in 1984 and incorporated separately from the company as an independent non-profit organization. At first the center was available only to Fleetguard employees, but after 2 years, it opened to the public because of the critical child care needs of the community. Today, the center is licensed for 79 children, ranging from 6 weeks of age to pre-schoolers, and there is a waiting list. The center also has before- and after-school programs and provides transportation to and from the schools.

Connie Van Veldhuizen, the center's director, sees this as a very special place for children. "Our center is very reflective of the community. It feels like a family, and we have no staff turnover." Diane Roper, Fleetguard's personnel manager, has observed many benefits for the company as well. "Because of the center, we have reduced our absenteeism. More importantly, the center has been a morale builder for the workforce. Even though the center is utilized by a small percentage of our existing workforce, the majority are appreciative that the program is there for those workers needing child care."

Liability insurance coverage was a major obstacle during the first year of operation. After some searching, an insurance company was found. Ms. Roper reports that now there don't seem to be any problems in obtaining affordable insurance.

Management considers the center a good investment. Fleetguard subsidizes the center by providing the building and approximately 20 percent of its operating budget. Additional revenue is generated by employees of the company, who recycle cans and donate toys and equipment. Vending machine profits also go to the child care center. When it expanded, two and a half years ago, it received a $10,000 State of Iowa grant. The center has also received a State of Iowa Equipment Grant which was used exclusively to purchase curriculum materials.

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C. Corporate Decision-Makers Need Better Information

One of the primary obstacles to establishing a child care program is a basic lack of knowledge among corporate decision-makers about the kinds of support needed and the ways in which a company might respond. Many companies are not aware of the wide range of child care options that are available and lack the technical information and expertise necessary to implement such programs.

Nationally, most of the employers offering child care support are larger firms in the high growth industries (high technology firms and service sector firms such as banks, insurance companies and hospitals.) Small businesses, which employ over one-half of the nation's employees, have not been particularly active in employer-supported child care initiatives.

The New York State Commission on Child Care surveyed 1,041 state employers of varying sizes to determine the needs and preferences of the business community. Their report, Employers and Child Care in New York State, issued in December 1987,

assesses current involvement and develops a set of recommendations for government activities that might encourage increased employer participation. It shows patterns which are similar to those emerging throughout the rest of the United States.

A combination of myths, insufficient information, inadequate resources and some plain resistance, point the way to where policies must lead. Employers believe that child care initiatives are too costly; employers won't "get back" what they have invested; the liability risk is too great; the child care system is too complicated; smaller firms cannot staff or administer child care services; business should not be involved with family matters; and it is not fair to other employees who do not have children.

Often employers presume that child care assistance means having an on-site center, a common misconception. On-site facilities can be expensive and may not be appropriate for all companies, particularly smaller businesses.

Less costly, less complicated and less staff-intensive alternatives for employers include:

- supporting a resource and referral program
- establishing a dependent-care assistance program
- participating in a consortium
- offering vendor programs or vouchers
- creating a flexible benefit plan
- instituting alternative work schedules

Businesses are generally reluctant to provide on- or near-site child care facilities for their employees because of potential negligence liability. But for companies that choose this option, obtaining insurance can be relatively inexpensive and easy. The report, "Employer Centers and Child Care Liability Insurance" recently released by the U.S. Department of Labor finds that, with some exceptions, the current insurance market is able to provide adequate, affordable child care liability insurance for employers with on-site or near-site child care centers at an average cost of one percent to three percent of a center's operating budget. This report was part of the President's 1989 legislative child care package. Copies of the Labor Department report can be obtained from the Government Printing Office, Washington, D.C. (202) 783-3238.

In addition, there are child care options like the voucher program which avoid the entire question of liability since the employees are responsible for selecting the arrangement that matches their needs.

While no employee benefit can be universally equitable, studies report that employees without children show little or no resentment about their employers' child care programs.

For the corporate sector to be fully involved in the issue of child care, the needs and concerns of the small business employer must be considered. The following section explains, in greater detail, the variety of approaches employers can utilize to implement child care initiatives.

IV. UNDERSTANDING EMPLOYER INITIATIVES

Over the past decade, the number of employers in the nation providing some form of child care assistance has increased from 110 to 4,600. Employer initiatives in the child care arena are becoming increasingly widespread. Judith Auerbach identifies four general types of employer-supported child care programs in her book, In the Business of Child Care: Employer Initiatives and Working Women: direct services, financial assistance, information services and alternative work schedules.

A. Direct Services: Expanding the Availability

Because the supply of child care in most communities is limited, some employers have programs to increase the total number of day-care slots, reserving all or many of them for their employees. While on-site facilities capture most of the publicity, they are few and far between. The full range of direct services includes on-and-off site centers, family day care networks and consortium efforts (of particular importance to small businesses). Examples with full contact information follow.

1. On-site or Off-site Child Care Centers:

   - A number of employers have established day care centers, either at the work-site or elsewhere. A firm may choose to set up the center itself or arrange for an outside organization to do so. Once established, the employer may or may not retain control over the center's operation.

   - Some examples from **New Jersey** illustrate the possible range. **Hoffman-La Roche** in Nutley, New Jersey owns and operates a child care center in which the staff are employees of the company, while **Campbell Soup** in Camden, New Jersey, converted part of its warehouse into a child care center and contracted with a private company, Resources for Child Care Management, to operate it. **Merck & Company, Inc.**, also in New Jersey, gave start-up money for a center to a group of employees, who now exercise fiscal and operational control over the center. Merck also gave a grant to a pre-existing child care

facility to expand its operations in exchange for admission preferences for its employees.

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2. Family Day Care Networks:

- A family day care network consists of individuals who provide day care in their homes. Some employers have contracted with outside agencies to recruit, train and assist people to become licensed family day care providers. Their employees then have access to this day care network. Many employees prefer family day care to center-based care because it provides their children with a home environment. Also, family day care may more readily meet the needs of employees who work nights or odd hours, or who have school-age children who can spend after-school hours with a local family provider.

- IBM uses family day care networks to assist its employees with their child care needs. It has contracted with an organization called Work/Family Directions to provide employees at over 200 worksites with child care options at more than 4,000 family day care homes and 300 child care centers. Steelcase Industries of Grand Rapids, Michigan, has contracts

with three consultants who offer training sessions and workshops to family day care providers.

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Grand Rapids, MI 49501
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3. Consortium Centers

- Companies unable to afford the cost of on-site day care or without enough employees to fill one, can establish consortium child care centers. A consortium center is formed by a group of employers to serve employees for each of the companies. The advantages of a consortium center are lower costs and less management responsibility. The consortium may be the ideal solution for a small company that needs only a limited number of day care slots.

- An example of a consortium is **Tysons Corner Play and Learn Children's Center (PAL) in Virginia.** PAL came into existence as the result of a study commissioned by local business executives about how their employees' travel patterns are affected by child care arrangements. The study found a need for an on-site child care center that could handle 80 children and recommended that the executives form a consortium.

  Capital for the child care center was raised by securing a $35,000 low-interest loan and contributions from 30 companies totaling close to $115,000. A company was entitled to reserve one child care slot for every $1,500 contribution. Once the capital was raised, the consortium hired a consultant. The consultant was responsible for obtaining all the necessary licenses required by state and local agencies, and for finding the developer. The developer subsidized the construction cost of the 4,000 square feet center. Thus, PAL pays only $20 per square feet instead of $40.

- **Downtown Baltimore Child Care, Inc.** is an example of a smaller consortium established by a group of Baltimore employers in conjunction with the Mayor's office. Officially opened in September, 1983, the center provides full-time child care for 45 pre-school children. Plans are underway to expand the capacity to some 75 children. **The National Cooperative Bank (NCB)**, active in financing cooperative child care facilities, committed funds to the Baltimore consortium.

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(703) 631-7859

Downtown Baltimore Child Care, Inc.
Nancy Kramer, Director
806 Park Avenue
Baltimore, MD 21201
(301) 669-1010

National Cooperative Bank
Marsha Krassner, Business Development Officer
1630 Connecticut Avenue, N.W.
Washington, DC 20009
(202) 745-4774

B. Financial Assistance: Enhancing the Affordability

Employers may provide financial assistance to employees to help alleviate the burden of child care costs. While this does not directly increase the availability of child care services, it reduces the cost of care for employees and makes available child care options that might otherwise be too expensive for employees.

Polaroid Corporation of Boston, Massachusetts, for example, subsidizes up to 50 percent of the actual cost of child care

for its lower-income employees. The amount of the subsidy is calculated on a sliding scale, based on family income.

Contact:

Karen Jeffers
Polaroid Corporation
575 Technology Square
Cambridge, MA 02139
(617) 577-4200

Employers provide financial assistance to employees through vendor, voucher or flexible benefit programs.

- Vendor Programs -- The employer negotiates a discount price for employees with a local child care center or chain. The provider agrees to hold a certain number of slots for children of employees, allowing them to obtain better quality child care for their money.

- Voucher Programs -- Employers pay either a particular percentage of their employees' child care expenses or pay a specific amount toward those expenses. The employer may choose to subsidize all employees or only those with the lowest incomes or may limit the subsidy to payments for particular kinds of child care arrangements or facilities.

- Flexible Benefit Plans -- Under section 125 of the Internal Revenue Code, employers may offer flexible benefit or "cafeteria style" plans, with child care included as one of a range of benefits which the employee chooses. The employer's costs are contained since the company only pays for selected benefits.

C. Resource and Referral Services: Matching Needs with Existing Providers

The most common employer-provided child care service is a resource and referral service. These "R & R" services meet parents' needs for information on choosing quality child care programs and on the availability of local child care, helping the employee to find the type of care desired. An employer can contract with a private company to provide the referral service, or can create its own in-house information service. For instance, **Citibank** has its own in-house service, **Bristol Meyers** in New York City uses a local child care service, and **IBM, Xerox** and **American Express** all use the same national service, Work/Family Directions, which then contracts with local services.

R & Rs often provide additional services such as training and technical assistance for providers, information on employer-supported child care options, company needs assessments, resource lists for businesses, and community assessments of available child care options.

Several states fund R & Rs. **California** probably has the largest statewide network for locally administered R & Rs under the California Child Care Resource and Referral Network. In 1987, **New York** passed R & R legislation that would help parents find care, help providers with training and licensing, and assist employers in providing child care support to employees. Other states that support R & Rs include **Arkansas, Iowa, Massachusetts, New Mexico, North Carolina, Ohio, Oregon, Rhode Island,** and **Washington**.

R & R services are popular with employers because they are less costly than developing and maintaining child care centers and family day care networks. They can be supported as a single program or in combination with subsidies for employees' expenses.

Contacts:

Tutti Sherlock, President
National Association of Child Care
Resource & Referral Agencies
2116 Campus Drive SE
Rochester, MN 55904
(For information on state programs)
(507) 287-2020

Bruce Donatutti
Policy and Program Department
CitiCorp at Court Square
1 Court Square, 14th floor
Zone 9A
Long Island City, NY 11120
(718) 248-3826

Stacey Gibson
Manager of Personnel Administration
Bristol Meyers-Squibb Co.
345 Park Avenue
New York, NY 10154
(212) 546-2870

Fran Rodgers
President
Work/Family Directions
9 Galen Street, Suite 230
Watertown, MA 02172
(617) 923-1535

D. Alternative Work Schedules: Reducing the Need and Simplifying Arrangements

Alternative work schedules provide flexibility so that employees can address family concerns and be productive workers. In some instances, alternative work schedules may actually reduce the total number of hours of child care needed. According to a 1985 government household survey, only 12.3 percent of all full-time wage and salary workers could adjust the beginning or ending of their workday. Some common options follow:

1. Flex-time -- Employees choose their arrival and departure times within employer-prescribed limits. Flex-time allows employees to better accommodate their work hours to the schedules of their child care provider or local school.

2. Part-time Work and Job Sharing -- Employees who work fewer total hours need fewer hours of child care, and can spend more time with their families. In addition to maintaining part-time positions, employers can permit job sharing arrangements, in which two people work part-time to fulfill the responsibility of one full-time job. In many cases, working part-time or job sharing, if benefits and salary are protected, can combine the satisfaction of work and the need for income with the reduction in stress on the family.

3. Flex-place -- Work done at home or another more convenient location is known as flex-place work. This alternative offers employees the most in terms of flexibility and is helpful if appropriate protections are in place for employees.

Many of these initiatives are not mutually exclusive: direct services may be combined with financial assistance, resource and referral services or alternative work schedules. Some leading employers have child care programs which include various types of assistance.

For instance, in addition to supporting the expansion of available child care, **Merck** has a referral service, flex-time, flex-place and part-time work. **UNUM Life Insurance Company** of Portland, Maine, subsidizes the child care expenses of employees earning under $25,000 a year, and has an on-site center, a referral service and a number of alternative work schedules. **Stride-Rite** of Cambridge, Massachusetts, which

has two on-site centers and is developing a third, subsidizes its employees' costs at its centers, and has an information service and flex-time.

Contact:

Karen Leibold
Stride-Rite Corporation
5 Cambridge Center
Cambridge, Massachusetts 02142
(617) 491-8800

Marlene Silva
Manager of Polices and Programs
UNUM Life Insurance Company
2211 Congress Street
Portland 04112
(207) 770-6468

V. STATE POLICIES THAT ENCOURAGE PRIVATE SECTOR INVOLVEMENT

States can adopt a number of policies that will promote employer involvement in the creation and support of child care initiatives in public-private partnerships.

A. Technical Assistance

Many employers are unfamiliar with research data which demonstrates that child care programs serve business interests. They are unaware of the costs of child care options, of how to assess their employees' needs, and of how to implement solutions. A number of states have developed programs that offer technical assistance to employers.

- **New Jersey** interagency teams make on-site visits to provide employers with technical assistance. This program has received over 800 requests for assistance in its seven-year history.

- **Michigan's** state-funded network of resource and referral agencies provides employers with direct technical assistance. An employer booklet, Michigan Employer's Guide to Child Care, is also available through the office of Rep. Lynn Bankes, State Capitol Bldg., Lansing, MI 48913.

- The **Massachusetts Executive Office of Economic Affairs** operates the Corporate Child Care Program, which coordinates and participates in child care seminars for business leaders. The program assists employers in developing and implementing child care programs.

Contacts:

Nicholas R. Scalera
Division of Youth & Family Services
NJ DYFS
1 S. Montgomery St.
CN 717
Trenton, NJ 08625
(609) 292-4834

Margaret Crawley
Michigan Child Care Task Force
Office for Young Children
5303 South Cedar
Lansing, MI 48910
(517) 887-6996

Christina Dillon
Massachusetts Executive Office of Economic Affairs
Corporate Child Care Program
1 Ashburton Place, Room 2101
Boston, MA 02108
(617) 727-8380

B. Loan or Loan Guarantee Programs

A number of states use loan or loan-guarantee programs to promote the development of employer-supported child care. Loans and loan guarantees enable employers to obtain the financing needed for the start-up of child care facilities.

1. Loan Funds:

- The **Massachusetts Industrial Finance Agency** sponsors a loan fund which targets loans to financially sound smaller companies, consortia of companies, and nonprofit organizations. The loan must be utilized for purchase, renovation, construction, site planning and/or permanently installed equipment. The applicant can request a maximum loan of $250,000.

Contact:

Stephen A. Leonard
Manager of Targeted Lending Programs
Massachusetts Industrial Finance Agency
400 Atlantic Avenue
Boston, MA 02110
(617) 451-2477

- The **Maryland Child Care Facilities Direct Loan Fund** finances up to 50 percent of "hard" project costs for the expansion or development of a child care facility. Applicants can include employers establishing child care facilities. The direct loan

fund is a revolving fund with no cap on total expenditures for a given year.

Contact:

Joan Case, Director
Day Care Financing Programs
Department of Economic Employment Development
217 East Redwood Street
Suite 2246
Baltimore, Maryland 21201
(301) 333-4308

2. Loan Guarantees:

- The **Maryland Department of Economic Employment Development** also operates the Day Care Facilities Loan Guarantee Fund. The fund guarantees up to 80 percent of a loan made by private lenders to a business to help finance the development of group day care facilities. Loan proceeds can be used for the purchase of land, equipment and supplies, renovations and building construction. Loan guarantees are targeted to projects in communities with the lowest family incomes. Initiated by an allocation of tax revenues, the fund operates on a revolving door basis and currently has $4 million available.

Contact:

(see above)

- **The New York State Job Development Authority** (JDA) also operates a loan guarantee program, which guarantees up to 80 percent of a bank loan to finance a child care center owned by, or developed in conjunction with, a manufacturing enterprise or consortium. By targeting loan guarantees to manufacturing, New York gives special assistance to this sector of its economy, as well as helping to expand child care facilities. The JDA program is

financed by selling bonds backed by the full faith and credit of New York.

Contact:

Anne Shkuda
Assistant to the Director of Economic Development
New York State Office of Economic Development
1515 Broadway
New York, NY 10036
(212) 827-6100

C. Tax Policies

Many states, as well as the federal government, provide tax benefits for employer child care programs. These tax benefits are an indirect subsidy from the government for employer-initiated child care services.

- Tax Credits/Deductions

  Over a dozen states provide tax credits or deductions for employer expenses related to child care programs. (see Appendix A). The Child Care Action Campaign recently released a report, Employer Tax Credits for Child Care: Asset or Liability? which concluded that this relatively popular means of promoting employer initiatives in child care has a marginal impact and can be effective only if it is a component of a comprehensive approach to child care.

  CCAC notes that the tax break goes to employers who would have provided child care services even without it; state tax burdens on employers may not be significant enough for the tax break to serve as a real incentive for many employers and the foregone tax revenue may well exceed the additional employer resources added to child care as a result of the tax subsidy.

Contact:

Donna Euben
Child Care Action Campaign
330 Seventh Avenue, 18th Floor
New York, New York 1001
(212) 239-0138

- o Flexible Spending Accounts

  The **federal government** permits employers to offer a salary reduction benefit called a flexible spending account (FSA). Under a salary reduction plan, employees have a certain percentage of pre-tax income placed in FSA. The money in FSA is used to reimburse predetermined child care expenses that are not included in the employee's regular benefits package. Under federal law, money set aside in a FSA must be used by the year's end or be forfeited.

D. Streamlining Regulatory Policy

State regulation of child care facilities is indispensable in insuring the quality of child care. But states can assist employers seeking to establish facilities by eliminating cumbersome procedures and unnecessary regulation.

- o **Maryland** streamlined its procedures by consolidating regulatory and licensing responsibility within a single authority, the Office of Child Care Licensing and Regulation, within the Department of Human Resources.

Contact:

Office of Child Licensing and Regulation
Department of Human Resources
600 E. Lombard St.
Baltimore, MD 21202
(301) 333-0193

E. Zoning Policies

States and municipalities can promote the expansion of child care services by exercising their broad powers over land use and zoning. These policies recognize that orderly and sensible economic development requires insuring an adequate supply of day care.

- o Linkage:

  Under child care linkage programs, private developers must include child care facilities in their projects or contribute to a child care fund. Permission to develop a project is "linked" to provision of child care facilities. Linkage laws can be effective in communities where development is already occurring.

States can enact linkage legislation themselves, or enact enabling legislation that explicitly permits cities to do so.

The City of **San Francisco** was one of the first cities to enact a linkage ordinance. The San Francisco law, which has received a great deal of media exposure, requires that developers of offices and hotels of at least fifty thousand square feet provide space for child care, with the amount of space dependent on the size of the project. Developers who do not provide for child care within the project must contribute one dollar per square foot of the project to a fund which is used to provide child care services for low- and moderate-income families.

Contacts:

Mayor's Office of Child Care
10 United Nations Plaza, 4th floor
San Francisco, CA 94102
(415) 554-8990

Abby Cohen, Esquire
Child Care Law Center
625 Market Street, Suite 815
San Francisco, CA 94105
(415) 495-5498

- Bonuses

Municipalities can also use programs granting zoning bonuses or other zoning incentives to developers who include child care facilities in their projects. **California** recently enacted a law authorizing municipalities to grant density bonuses to developers of commercial or industrial projects who provide a child care facility in conjunction with the project.

Contacts:

Sherry Skelly
Legislative Advocate
The California Children's Lobby
926 J Street, Suite 1005
Sacramento, CA 95824
(916) 443-1096

Assemblywoman Bev Hansen
3151 State Capitol
Sacramento, CA 95814
(916) 445-8102

- Land Use Plans:

  Most states require that municipalities adopt general or comprehensive plans governing local land use. States can amend their laws detailing the required contents of these plans to require or to at least explicitly authorize cities and counties to consider child care needs when formulating their land use plans.

VI. EXAMINING EXISTING PUBLIC-PRIVATE PARTNERSHIPS

A. Introduction

So far this report has focused on employer-supported child care initiatives and government policy that helps increase the availability of care. This section examines the impact that public-private partnerships can have on leveraging additional child care for the community-at-large.

The following excerpt from the Child Care Action Campaign report, "Making the Connections: Public-Private Partnerships in Child Care," is included in a shortened form. It looks at what constitutes a public-private partnership and highlights key examples of statewide and municipal projects.

An Excerpt...
"Making the Connections:
Public-Private Partnerships in Child Care"

The national need for child care has revived the notion of public-private partnerships. Families across the country have great difficulty finding and paying for quality child care. Employers are becoming increasingly concerned about the failure of our educational system to provide a labor force with adequate skills, and about the need to attract and retain workers from a shrinking pool. Public officials eager to address the care crisis are operating in a climate of increasing demands on public sector resources. These needs have converged to make child care a public issue as well as a personal concern. There is overwhelming public support for a national public/private child care policy, according to a nationwide Louis Harris Survey commissioned by Philip Morris Companies, Inc.

At the state level, public officials and corporate leaders alike see partnerships as a way to expand the quality of child care while sharing the costs among the sectors which benefit from an investment in child care. For example, partnerships in child care and early childhood education were listed as a key priority by 28 state human service leaders in a National Conference of State Legislatures' survey. The report, entitled, State Issues 1989: A Survey of Priority Issues for State Legislatures, states, "The emphasis in the states on child care...corresponds to an increasing interest in these issues within the business community."

What Are Public-Private Partnerships?

The term "public-private partnership" has become a byword among leaders in both business and government. A public-private partnership is formed when public institutions (federal, state, county and city governments) and private entities (business, the voluntary sector) join together to address a child care problem in their community. A partnership requires that "...the resources of both sectors are used to accomplish one common goal", says Shirley Herrick of U.S. Bank in Oregon. Such partnerships, according to Don G. Keown of the Principal Financial Group in Des Moines, Iowa should "...typically involve commitments and obligations (financial and otherwise) on the part of both parties." Such partnerships are "alliances for action."

Public-private partnerships in child care are different from employer-supported child care. While the latter is, in general, targeted to the employer's own work force, partnerships between business and government are, on the other hand, targeted to the community at large.

The Financing Aspect

Too often a partnership is defined solely in terms of dollar signs. "How much can we get?" and "How much do we have to give?". But these partnerships are not a way of passing the buck from one sector to the other; they are another vehicle to finance child care.

Both public and private leaders tend to find financing the start-up side of the equation more attractive because it is a time-limited investment. However, because child care is a labor-intensive industry, a child care program's operating costs, not its start-up costs, tend to be more difficult to finance. Or, as one Connecticut employer put it: "It's the operating costs that kill you."

Successful partnerships enable the parties to leverage financial resources. Equally important is the leveraging of human resources, community leadership and the commitment of both partners to identify and implement long-term solutions.

Different Expectations?

An investment in child care yields benefits to parents, children, employers and the community at large. At the same time, Dr. Gwen Morgan, a Lecturer at Wheelock College and CCAC Board member, says, "Private charity, local government, and employers are potential partners, but none...want to pick up the entire hot potato."

Public and private sector leaders usually come to the partnership table with different means, but similar ends: more and better child care. Partnerships are not easy. Mutual interests have to be defined; consensus must be reached around important and often complex issues; and finally an action plan has to be developed, financed, executed and evaluated.

The Corporate Perspective

In her research, Dr. Morgan has found that employers tend to (1) want the best service possible for their employees; (2) desire a reasonable price as well as high quality; and (3) want the child care to be delivered in a businesslike way.

Corporate leaders, in general, seem to view public-private partnerships as a way to provide initial capital, develop a cost-effective plan of action and leverage increased public investment in child care. Employers are wary of shouldering the entire child care burden or "throwing money down a bureaucratic black hole." Corporate leaders believe that the fundamental responsibility for providing the child care infrastructure is a public one.

As Harry Freeman, former Executive Vice-President of American Express, testified to the U.S. House Select Committee on Children, Youth and Families in 1987:

> *"The private sector must operate as a partner with the public sector to see to it that the quality and supply of child care meets the growing needs of our nation...The private sector can't do it alone. The private sector needs a partner that can help it build a national consensus on child care. The partner is the government."*

The State Perspective

Government leaders, on the other hand, tend to view public-private partnerships as a way to (1) prioritize services for certain target groups, specifically the disadvantaged; (2) establish equity in the use of its monies; and (3) service areas defined by political jurisdictions.

Public officials often see partnerships as a way to shift the financial burden of responsibility to the private sector; they want to allocate public money to leverage private investment. Often, due to limited public dollars and conflicting priorities for spending, government leaders view such partnerships as a way for business to solve the problem by using their business savvy and dollars.

However, as Sunne McPeak, Contra Costa County Supervisor testified to the California Select Committee on Families, Children and Youth in March, 1987:

> *"...the leadership and adequate contribution of resources from the public sector are absolutely essential to fostering strong, viable partnerships with the private sector. Government cannot abandon its responsibility and expect it can be done by the private sector alone. It cannot be and should not be a private sector responsibility only..."*

The Strengths and Weaknesses of Partnerships

While there is no magic formula for success, corporate leaders, child care advocates and public officials tend to agree that the elements critical for a successful public-private venture include: strong, committed leadership; a focus on infrastructure development; flexibility; a solid community base and ability to function in different neighborhoods; existing agencies to build on to reduce the costs and risks of start-up; replicability.

Public-private partnerships can help address the overwhelming need for better and more affordable child care. However, such partnerships can only supplement, and should not supplant, existing child care supports from both sectors. Moreover, partnerships "may be limited [because they] only address a small segment of the population," says Mary Wendy Roberts, Commissioner, Bureau of Labor and Industries, Oregon.

Partnerships, if part of an overall response, can be a more cost-effective approach because they pool financial resources and information; leverage political clout; foster greater creativity due to the integration of perspectives from in and outside of the child care arena; and create a responsive service to meet the needs of all income groups.

What are Some Partnership Profiles?

The following are some examples of successful partnerships from across the country.

California Child Care Initiative
California

The California Child Care Initiative is funded by 10 public and 23 private organizations, with the Bank of America Foundation spearheading the effort. Started in 1984, the initiative took advantage of CALIFORNIA'S existing 65

state-funded resource and referral agencies to recruit and train licensed providers. This joint venture has generated more than 2,090 new licensed family day care providers and more than 8,425 child care slots.

Contact:

Rosemary Mans, Vice President
Bank of America, #3619
P.O. Box 37000
San Francisco, California, 94137

Highland Park Day Care Center
Woonsocket, Rhode Island

Conceived in 1988 and sponsored by the Woonsocket Industrial Development Corporation, the Highland Park Day Care Center is a joint venture of the Woonsocket business community and local and state governments of RHODE ISLAND. Funding for this project has come from a variety of sources. The physical structure was financed by a grant from the state as well as money from the Community Development Block Grant. Other contributors range from the Rhode Island Foundation to New England Telephone.

Contact:

Scott A. Gibbs, Executive Director
Woonsocket Industrial Development Corporation
Marquette Plaza, P.O. Box 1059
Woonsocket, Rhode Island, 02895

Garment Industry Day Care Center of Chinatown
New York, New York

Established in 1983, the Garment Industry Day Care Center of Chinatown in NEW YORK CITY, NEW YORK accommodates from 70-80 two- to- five-year olds, all of whom are children of International Ladies' Garment Workers Union (ILGWU) Local 23-25. The partnership which launched, and continues to fund the center

includes the ILGWU and the Greater Blouse, Skirt, and Undergarment Manufacturers Association. The Chinese-American Planning Council, a private community group, operates it. Other contributors include Liz Claiborne, Oriental Garment Manufacturers Association, Paul Reed, Inc., Leo Sportswear, and the Foundation for Child Development. State government helped finance the original

renovation of the facilities. The Agency for Child Development, a New York City agency, subsidizes eligible parents.

Contact:

Susan Cowell
ILGWU Vice President
1710 Broadway
New York, NY 10019

Michigan Child Care Initiative
Michigan

Sponsored by Mervyn's Department Stores and the Dayton Hudson Foundation, Michigan Child Care Initiative is a special project designed to improve the quality of family child care, specifically to train and accredit family child care providers as well as to educate consumers about quality care. Mervyn's provided $238,000 to MICHIGAN for the Michigan 4-C Association to distribute and administer the grant program. As of 1989, 151 new providers completed the State's licensing process. In addition, 934 new and existing providers were trained, far surpassing the training goal of 503.

As a result of the Michigan Child Care Initiative, Mervyn/Dayton Hudson has recently selected Michigan as one of its 15 "family-to-family" sites which includes: Tucson, Arizona; Alameda, Orange and Sacramento Counties, California; Denver, Colorado; Atlanta, Georgia; Oregon; Dallas and Houston, Texas.

Contact:

Margaret Crawley, Program Specialist
Michigan 4C Association
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East Lansing, Michigan, 48823

Child care is, in many ways, unique in that there are so many who benefit from an investment in quality care. Partnerships between the public and private sectors are one way to allow non-governmental bodies to participate in ways they are able, and to build or expand upon an existing base.

"MAKING THE CONNECTIONS" is not intended to be a comprehensive survey of public-private partnerships. Rather, our report highlights and profiles some innovative programs and approaches in a variety of communities. We hope these will inspire others to follow their lead and provide some of the tools necessary for replication. [For more information and to order the report, contact the Child Care Action Campaign, 330 7th Avenue, 18th floor, New York, NY 10001, (212) 239-0138.]

VII. ADDITIONAL EXAMPLES OF PUBLIC-PRIVATE INITIATIVES

The following initiatives are further examples of public-private partnerships. The **Dallas** program focuses on improving the quality of child care in the community. The county programs in **Florida** and **California** illustrate how the public school system can become involved in creating innovated child care programs.

Improving the Quality of Care

Dallas is a good example of a public-private partnership dedicated to improving the quality of care through training and credentials. The Child Care Partnership of Dallas, Inc. (CCPC) is a private, not-for-profit agency which uses funds from the city, private foundations, local and national corporations and United Way. The Partnership Provider Program offers incentives for child care providers who voluntarily go beyond the state's basic requirements and meet national standards for high quality. CCPC offers discounts on accreditation fees, scholarships to teachers, workshops on criteria needed for accreditations and on-site consultation to help centers meet state requirements. It also offers grants to acquire materials and equipment that will enhance the quality of child care programs.

Contact:

Susan Taliaferro Lund, Executive Director
Child Care Partnership of Dallas
1820 Regal Row
Suite #100
Dallas, TX 75235
(214) 638-5454

Business/School Initiatives

Dade County, Florida is planning a network of satellite public schools to be housed in businesses and other county institutions such as hospitals, airports, community colleges and shopping malls. These early learning centers will be staffed by public school system teachers and will offer the same curriculum offered other public school students.

Miami's **American Bankers Insurance Group** (ABIG) opened the on-site ABIG Learning Center in 1987 and has signed a five-year contract with the school system to provide the facility as well as to underwrite the cost of utilities, security, janitorial services and some of the liability insurance. The school system will provide the staff, the equipment, the supplies and its share of the insurance. ABIG's school will offer classes for kindergarten, first and second grades. Seventy-five children will participate in a program from 7:15 am - 6:00 pm. The school day will run from 8:00 am - 2:00 pm, and before- and after-school care will be provided for a fee paid by parents. Employees will bring their children to work with them, drop them off at their classroom and take them home at the end of the day.

According to ABIG's Phillip J. Sharkey, the company will recoup its $375,000 costs in about three years as a result of reduced absenteeism, turnover, tardiness and an increase in productivity. The school system will save on the costs of building a new school as well as the expense of transporting the children.

Contacts:

Dade County Public School
Office of the Deputy Superintendent for Administration
1450 Northeast Second Ave.
Miami, FL 33132
(305)376-1480

Philip J. Sharkey
American Bankers Insurance Group
11222 Quail Roost Drive
Miami, FL 33157
(305) 253-2244

A partnership in **Orange County, California** between developers and the county school system has resulted in a $250,000 grant for modular units at four schools for latchkey programs and $80,000 for water and sewage hookups. The space provided for the latchkey program also houses infant programs during the day.

Contact:

Orange County Department of Education
Child Development Program
3100 Bear Street
Costa Mesa, CA 92626
(714) 540-5108

VIII. LOOKING AT CHILD CARE IN AN INTEGRATED AND COMPREHENSIVE FASHION

Child care policy has evolved as a piecemeal effort in both the federal and state arenas. Subject to conflicting values and budgetary constraints, child care policy often falls short of providing the services that are so critically needed.

While the elements of what constitutes a comprehensive child care policy might be debated, the goal of any initiative is clear: the creation of sufficient quality, affordable, and accessible child care services -- which are essential for the social and economic well-being both of children and of the state.

The following case studies look at how one state and one city have approached the problems of offering child care in an integrated and comprehensive fashion. These are programs to watch.

Maine is pioneering a child care development project sponsored by the National Congress for Community Economic Development. The NCCED points out that projects such as this are a "social enterprise, linking business, financial development, and operating skills to traditional and new social service sectors in rural and urban communities."

The **Seattle** case study, which follows, shows how a city can develop an integrated partnership program.

CHILD CARE AS SOCIAL ENTERPRISE: Maine's Demonstration Project

A Community Development Corporation demonstration program has been developed in **Maine. Coastal Enterprises, Inc.** (CEI), of Wiscasset, Maine has embarked on a statewide child care development project. The project stimulates the creation of affordable child care slots and assists individuals seeking economic self-sufficiency through the creation and operation of child care facilities.

After one year, CEI has made or is considering more than $1.4 million in loans and grants to 39 home- or center-based child care facilities; has created 223 child care jobs, including 45 positions for low-income people; and has targeted 396 child care openings for low-income children.

The main components of the project provide:

- **Financial assistance** through a $500,000 loan fund, targeting low-income families. Self-employment for AFDC recipients is also being pursued.
- **One-on-one business management assistance** and a specialized workshop for new or existing providers.
- **One-on-one technical assistance and training** in child care and child development.
- **Job-creation opportunities** in child care and child development.
- **Implementation and outcome evaluations** of the project to address pubic policy questions concerning public and private sector involvement in developing child care resources.

CEI is conducting an 18-month study on the issues of **rural child care**. Obstacles that are particularly critical for rural residents include lower wages, fewer child care options, and longer distances between home, the child care provider and the work site. The study will explore how the public and private sector can better support existing care givers and help rural communities increase the supply of child care.

Contact:

Ron Phillips, President
or
Jeannie Hamrin, Director of CEI's child development project
Coastal Enterprises Inc.,
Box 268, Wiscasset, ME 04578
(207) 882-7552

SEATTLE: A MODEL CITY FOR CHILD CARE

The city of **Seattle, Washington** provides an excellent model of a comprehensive child care program. As an employer, the city has an alternative work policy that includes flex-time, job-sharing, and part-time work options. In addition, municipal employees may use their sick leave to care for sick children. A dependent

care assistance plan is available in order to assist employees in meeting their child care expenses. The city is renovating two buildings that it owns in order to establish a child care center for its employees. Employee fees and city subsidies for eligible families will cover operational expenses. The city provides resource and referral services for its employees through a contract with a local resource and referral enterprise.

Seattle has responded to the lack of child care services for school-age children in a variety of ways. The city used a federal Dependent Care Block Grant, matching funds, and private sector donations for the following activities: to sponsor a one-day symposium and employer breakfast on latchkey issues; to develop a school-age child care services directory; and to create the Schools' Out Consortium. Under the auspices of the Schools' Out Consortium, the city funds a program that recruits new providers and offers on-site training and consultations to school-age child care centers and family day care homes.

Through a capital construction program, fourteen new elementary schools will contain child care space. The construction program is funded by a tax levy. School districts are required to rent the space to a child care provider. The provider will receive a subsidy from the city in order to provide care for low-income families and on-site training and consultations. The city will also monitor the quality of the programs.

School-age child care is also available through libraries that have after-school homework centers, school-age child care programs, and preschool programs. The city parks department sponsors several school-age child care programs through community centers.

Seattle offers zoning incentives to builders for the provision of child care. A developer that builds child care space as a part of a project receives additional square footage. Before receiving a certificate of occupancy, the builder must enter into a five-year lease with a child care provider. Under the lease, the child care provider will pay only a portion of the utility, insurance, and maintenance costs. Child care providers are required to provide 20 percent of available child care slots for low-income families.

Seattle has facilitated the expansion of child care services by relaxing zoning requirements, and by reducing filing and permit fees for child care centers. The Department of Construction and Land Use provides technical assistance to child care providers seeking permits.

Seattle provides subsidized child care to over 1,300 children a year through a voucher program with local child care providers. The subsidies are funded by Community Development Block Grants, the Job Training Partnership Act, and general revenue.

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IX. ECONOMIC DEVELOPMENT STRATEGIES

To meet the demands of a growing economy it is essential that quality child care that is affordable, convenient, and in adequate supply, be available to workers. In its analysis of child care in the state, the **Maryland** Employers Advisory Council on Child Care noted that the improvement of child care resources will be a critical factor in the state's ability to retain its current workforce and to attract investment by current and prospective employers. Strategies for enhancing child care must be a part of every state's overall plan for economic development.

The economic development potential of child care is two-fold: first, states need to attract and enhance business by providing a strong infrastructure which includes child care support; second, the emergence of child care as a small business, part of the growing entrepreneurial base of the economy, needs to be supported.

Several economic development strategies are being explored in states across the nation:

- o <u>Use small business programs to help support small-scale child care providers</u>

  A state's Office of Women Business Enterprise, or its equivalent, can provide outreach, education and training, technical assistance, peer support, visibility, and access to capital for potential entrepreneurs. Targeting assistance to low-income women who want to develop a child care business not only increases the availability of child care in the community, but also provides an opportunity for them to become self-sufficient.

  Five states have established offices dedicated to women business owners: **Illinois, Louisiana, Michigan, New Jersey** and **Ohio**. Michigan has integrated women-owned business development into its overall economic development strategy.

- o <u>Target child care assistance</u>

  New York's Small and Medium-Sized Business Assistance Program ("SAMBA") provides loans for retooling, expansion, and modernization of small (100 employees

or less) and medium-sized (500 employees or less) industrial firms. Day care assistance is available to improve or maintain the productivity of an eligible industrial company.

New York's Regional Economic Development Partnership Program (REDPP) is designed to create and retain permanent private-sector jobs, especially in regions with distressed economies. Financial assistance is given to projects which will directly and quickly lead to jobs for New Yorkers including business development loans and grants for child care.

The New York State Minority Revolving Loan Fund has a revolving loan fund for women- or minority-owned providers and has established a work and family resource center in the department of economic development.

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- Encourage community-based economic development and provide adequate resources for business start-up

The Barnett Bank of Jacksonville, N.A. has designed a program, "Caring for Kids," which offers education and support to train welfare recipients to become independent operators of a home-based day care business. This public-private partnership that joins the Barnett Bank, Florida Community College of Jacksonville, the Health and Rehabilitative Services Department, the City of Jacksonville Housing and Urban Development Department, the Child Services Division, the Private Industry Council, the Urban League and the NAACP, provides start-up funds, financial assistance, and financial management training. Most of the day

care businesses established by graduates are at or near capacity and all make money.

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- Develop a revenue package to support on-going child care initiatives

  The Children's Defense Fund, in its special issue on state action 1989, reports that in **California**, child and maternal health programs are benefiting from the 25-cents-a-pack cigarette tax increase, an idea pioneered in **Indiana**. Additional revenue is expected to reach $600 million. **Arizona**, **California**, and **Florida** are among the states where children's initiatives were reported as likely to be placed on the state ballot.

  There are a variety of approaches to generating on-going funding sources for child care initiatives. However, because these programs are new, there currently is no evaluation available that assesses their relative popularity or success.

- Enhance the quality of child care by increasing staff salaries

  Low wages account for the high turnover rate of child care workers and leads to low-quality child care. **Connecticut** and other states have supplemented Head Start staff salaries.

X. NEW FRONTIERS

States are beginning to look more closely at ways to create comprehensive programs for child care by supporting employer-supported programs and public-private initiatives. Maryland is one of those states.

Maryland's, program is in its infancy and so a program evaluation is not yet available. In 1989, funding was allocated and requests for proposals are now being reviewed. Maryland was chosen as a state to watch because it has the typical problems of a child care delivery system that is not keeping pace with demand. Creation of the Maryland Employers Advisory Council on Child Care made it possible to study the components of other state child care initiatives, draw upon the successes of existing programs in Maryland, and mobilize the private sector to become a partner with the state to create a comprehensive and practical plan.

MARYLAND'S PUBLIC-PRIVATE PARTNERSHIP: A Case Study

> Essentially, it is in the business community's self-interest to concern itself with the child care issue. In the long term, addressing the needs of children is an investment in our society's future.
>
> --- Sanford I. Weill
> Chairman, President and CEO
> Commercial Credit Group, Inc.

The lack of affordable, accessible, quality child care in Maryland is well documented. In 1986, the most recent year statistics were available, there were 648,096 children age 14 and under who had mothers in the labor force. As of 1988, there were only 82,217 spaces for children in regulated child care programs.

The Maryland Employers Advisory Council on Child Care (MEACCC), under the chairmanship of Sanford I. Weill, Chairman and Chief Executive Officer of **Commercial Credit**, was formed by the private sector to create an effective business plan for improved child care delivery throughout the state. The Council launched an intensive study of the Maryland child care system

and considered several child care models. The Council chose a plan developed by Gwen Morgan, a Professor at Wheelock College.

The model focuses on a community-based Resource Center that provides supports to parents, providers and the community, but which does not bureaucratize the control or centralize the management of programs. Such a structure allows for local variety and a high degree of autonomy.

The Maryland Council studied child care programs that used components of Morgan's vision in Massachusetts and California, and developed a private, nonprofit network of community-based **Child Care Resource Centers (CCRCs)** that will, when fully implemented, perform the following services and functions.

1. Services

- **Resource and referral counselling (R&R)** - Parents will receive comprehensive information about child care resources appropriate to their needs.
- **Technical assistance** - Employers will receive advice on how they can alleviate child care problems for their workers and increase productivity and job retention. CCRCs will offer one-on-one technical assistance, needs assessments, and seminars for corporate planners.
- **Child care needs assessment and resource development** - The supply of child care will be stimulated by the CCRCs' assessment of community needs, development of strategies for child care expansion, and provision of technical support for providers and businesses who are interested in starting any form of child care.
- **Statewide recruitment campaigns** - Recruitment will develop increased supply and provide impetus for more stable working conditions for child care workers.
- **Training for parents and providers** - Information and training will be offered to help parents improve their parenting skills, as well as classes and seminars for child care providers that focus on management, program, curriculum, and teaching techniques.
- **Public Education** - There will be outreach to all segments of the community, sparking more commitment from the public to improving the child care system and

assuring that parents and employers know that help is available.

Publications will be developed on regulations, zoning, business plans, insurance plans, and resources for finding everything from architects to funds.

2. Structure

The core component of the Council's plan is a private, nonprofit network of Child Care Resource Centers (CCRCs) in each of ten regions of the state with a private, nonprofit Statewide Child Care Resource Center (SCCRC) established to provide coordination and technical assistance to them. All would have community-based advisory boards. A three-year demonstration project to establish three CCRCs in urban, suburban, and rural settings has begun.

3. Financial Plan

Funding for the CCRCs and the SCCRC will come from a combination of public and private sources, including fees for service. The proposed funding split is two-thirds from the public sector and one-third from the private sector. In 1989, the Maryland General Assembly approved a budget of $927,000. While there has not yet been a major fund-raising campaign, $325,000 has been raised from the business community. The Council has pledged $3,000,000 over the next 3 years and understands that continued commitment is necessary to insure the success of the program.

4. Demonstration Project Oversight by State Government

The Maryland Child Care Resource Center Network must maintain close relationships with all branches of state government involved in the coordination and delivery of child care-related resources to have access to a wide range of State personnel, resources, policies, and programs.

In addition to the Network of Child Care Resource Centers, several other features make up Maryland's comprehensive child care initiative:

- Child Care Coordinator - offering consultation and technical assistance to employers, providing resource material and a child care resource directory, educating the public, and working with other state agencies to coordinate policy and program development

- o Consolidation of Child Care Licensing and Regulation - consolidating licensing and regulation under one state agency to expedite the licensing and renewal process and to ensure the uniform and consistent application of regulatory standards statewide

- o Model Child Care Center - establishing a work-site child care center for state employees
- o Increased Funding for Subsidized Care - subsidizing low-income families by using a sliding scale and a voucher system

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Baltimore, MD 21201
(301) 225-4160

There are a number of other new initiatives which are appearing, at least in pilot form, offering new frontiers for public-private partnerships on issues of services for dependents of employees. We will continue to explore these options in the future:

- o Dependent Care or Elder Care

  Initiatives for elderly family members. **Stride-rite, IBM, Travellers,** and **AT&T** all have programs which provide excellent models.

- o Sick-child Care or Emergency Care

  Initiatives are developing in two different directions. Seven employers in New York City have combined to develop a system of trained workers who can be dispatched to the homes of employees to cover emergency situations. In some cities, with Minneapolis as the lead example, employers have banded together to create a special setting for care of slightly ill children.

- o Twenty-four hour care is being piloted by the Postal Service in Syracuse. Many hospitals offer models that provide child care for workers on other than the day shift of duty.

In addition, POLICY ALTERNATIVES has begun to research new funding mechanisms which can be utilized to fund comprehensive programs. We are exploring ideas which have been utilized to provide revenues for other major social needs such as trust funds, special zones, and social insurance.

Clearly, we are only at the beginning of creating solutions to the child care challenge: providing accessible, affordable quality day care for America's children. But it is also clear that employer-supported initiatives and public-private partnerships are critical components of that solution. States can lead the way in developing policies which turn corporate interest (or resistance) into sound, creative approaches which benefit the employer, workers and their children, the economy and society. Child care is good business.

XI. RESOURCES*

American Association of University Women
2401 Virginia Avenue NW
Washington, DC 20037
(202) 785-7712

Catalyst
250 Park Avenue South
New York, NY 10003
(212) 777-8900

Center for Policy Alternatives
2000 Florida Avenue NW, Suite 400
Washington, DC 20009
(202) 387-6030

Child Care Action Campaign
330 Seventh Avenue, 18th Floor
New York, NY 10001
(212) 239-0138

Child Care Law Center
625 Market Street, Suite 815
San Francisco, CA 94105
(415) 495-5498

Child Welfare League of America
67 Irving Place
New York, NY 10003
(212) 254-7410

Children's Defense Fund
122 C Street NW
Washington, DC 20001
(202) 628-8787

Clearinghouse on Implementation of
Child Care and Eldercare Services
(CHOICES)
Women's Bureau
U.S. Department of Labor
Washington, DC 20210
1-800-827-5335

*In addition to those noted in the text

Coalition of Labor Union Women
15 Union Square
New York, NY 10003
(212) 242-0700

The Conference Board
845 Third Avenue
New York, NY 10022
(212) 759-0900

The Council of State Governments
Iron Works Pike
P.O. Box 11910
Lexington, KY 40578

Families and Work Institute
330 Seventh Avenue, 14th floor
New York, NY 10001
(212) 465-2044

Family Impact Seminar
American Association for Marriage and Family
Therapy, Research and Education Foundation
1717 K Street, NW Suite 407
Washington, DC 20006
(202) 429-1825

Financial Women International
500 North Michigan Avenue, Suite 1400
Chicago, IL 60611
(312) 661-1700

National Association for the Education of Young Children
8134 Connecticut Avenue NW
Washington, DC 20009
(202) 232-8777

National Child Day Care Association
1501 Benning Road NE
Washington, DC 20002
(202) 397-3800

National Conference of State Legislatures
1050 Seventeenth Street, Suite 2100
Denver, CO 80265
(303) 623-7800

National Council for Research on Women
P.O. Box 456
Hunter College
New York, NY 10021
(212) 772-5399

National League of Cities
1301 Pennsylvania Avenue NW
Washington, DC 20004
(202) 626-3000

National Women's Law Center
1616 P Street NW, Suite 100
Washington, DC 20036
(202) 328-5160

Resources for Child Care Management
261 Springfield Ave., Suite 3201
Berkeley Heights, NJ 07922

Select Committee on Children, Youth, and Families
U.S. House of Representatives
House Annex II, Room 385
Washington, DC 20515
(202) 226-7660

Yale Bush Center in Child
Development and Social Policy
P.O. Box 11A
Yale Station
New Haven, CT 06520
(203) 432-4577

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